

Message Text

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O R 231329Z MAY 77
FM SECSTATE WASHDC
TO AMEMBASSY BONN IMMEDIATE
AMEMBASSY LONDON PRIORITY
USMISSION NATO PRIORITY
INFO USDEL MBFR VIENNA
AMEMBASSY PARIS
USNMR SHAPE
USCINCEUR

S E C R E T STATE 118087

EXDIS MILITARY ADDEE HANDLE AS SPECAT EXCLUSIVE

E.O. 11652: GDS

TAGS:PARM, NATO, MBFR

SUBJECT: MBFR: FRG PROPOSAL ON DATA ISSUE

REFS: A. SECTO 4017 DTG 100717Z MAY 77
B. MBFR VIENNA 213 DTG 101908Z MAY 77
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C. MBFR VIENNA 217 DTG 121952Z MAY 77
D. STATE 067040 DTG 252317Z MAR 77

1. THE FRG CONCEPT CAN SERVE
AS THE BASIS FOR A SOLUTION TO THE CURRENT IMPASSE ON THIS
ISSUE WITHIN THE ALLIANCE, WITH THE MODIFICATIONS WHICH
WE RECOMMEND BELOW. THESE MODIFICATIONS ARE, IN SUMMARY, TO

--DROP THE INITIAL TABLING BY THE WEST OF US AND SOVIET DATA
--DROP, OR AT LEAST SIMPLIFY, THE INITIAL STEP OF TABLING OF A THREE-PART FUNCTIONAL DATA BREAKDOWN
--SPECIFY THE NATIONALITY OF MAJOR UNITS AND PROVIDE NATIONAL BREAKDOWNS OF "OTHER GROUND FORCE PERSONNEL"
--NOT REQUIRE, AT THE OUTSET, DISAGGREGATION TO DIVISIONAL LEVEL, BUT MAKE CLEAR TO THE ALLIES OUR INTEREST IN SUCH DISAGGREGATION.

2. FOR BONN: YOU SHOULD TELL RUTH THAT, AS THE SECRETARY INDICATED IN LONDON, WE ARE PREPARED TO SUPPORT THE GERMANS IN THE ALLIANCE WHEN THEY TABLE THEIR SUGGESTED COMPROMISE APPROACH TO THE DATA ISSUE. WE COMMEND THE FRG FOR ITS CONSIDERABLE EFFORTS TO PRODUCE THIS COMPROMISE. HOWEVER, WE WOULD LIKE THE FRG TO CONSIDER THE FOLLOWING MODIFICATIONS TO ITS FORMULA WHICH WE BELIEVE WOULD MAKE IT MORE LIKELY THAT IT WOULD ACHIEVE ITS OBJECTIVES AND RETAIN THE INITIATIVE FOR THE WESTERN SIDE IN THE DATA DISCUSSION IN VIENNA.

3. WE ARE CONCERNED ABOUT PARA 1 OF THE FRG PROPOSAL (REF A), THAT OF TABLING WESTERN DATA ON US AND SOVIET FORCES, AND HOPE IT CAN BE DROPPED. THIS STEP DOES NOT SEEM TO BE ESSENTIAL TO THE FRG APPROACH. THE US, MOREOVER, CONTINUES TO OPPOSE THE TABLING OF RED DATA AT THIS TIME, AS IT WOULD PUT THE WEST IN THE POSITION OF HAVING TO DEFEND THE WESTERN ESTIMATES OF EASTERN DATA INSTEAD OF OBLIGATING THE EAST TO DEFEND ITS DATA ON ITS OWN FORCES.

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4. THERE ALSO ARE WAYS IN WHICH THE FRG DRAFT PROPOSAL TO THE EAST FOR AN EXCHANGE OF DISAGGREGATED DATA CAN BE CLARIFIED AND REFINED.

5. THE BREAKDOWN OF TOTAL DATA BY FIELD ARMY, SUPPLY FORCES, AND TERRITORIAL ARMY, AS PROPOSED BY THE FRG IN PARA 2A, REF A, WOULD NOT CONTRIBUTE SIGNIFICANTLY TO OUR OBJECTIVE OF LOCATING THE SOURCE OF THE DISCREPANCY IN EASTERN AND WESTERN FIGURES FOR EASTERN FORCES. THE LEVEL OF DETAIL SUCH A BREAKDOWN WOULD PROVIDE IS SO AGGREGATED THAT IT WOULD PROBABLY CONTINUE TO MASK THE SOURCE OF THE DISCREPANCY.

6. WE ARE, HOWEVER, PREPARED TO ACCEPT THIS BREAKDOWN AS ONE COMPONENT OF A COMPREHENSIVE DATA EXCHANGE PROPOSAL. IN THIS CASE, SOME OF THE TERMINOLOGY IN PARA 2A SHOULD BE REVISED TO AVOID DEFINITIONAL PROBLEMS. AS WE TOLD AMBASSADOR RUTH IN WASHINGTON, WE BELIEVE THAT A TRIPARTITE

DISTINCTION AMONG "FIELD ARMY", "SUPPLY FORCES", AND
"TERRITORIAL ARMY" IS HARD TO DEFINE UNAMBIGUOUSLY FOR ALL
FORCES IN THE AREA.

7. WE HAVE THE FOLLOWING SUGGESTION(PARAS 10-13

BELOW) FOR IMPLEMENTING THE FRG CONCEPT FOR DISAGGREGATION
BY MAJOR UNIT OUTLINED IN PARAS 2B AND 2C OF REF A.

8. WE STRONGLY BELIEVE THAT THE
TIONALITY OF ALL UNITS
SHOULD BE GIVEN AND THAT FIGURES FOR "OTHER PERSONNEL"
SHOULD BE SUBDIVIDED BY NATIONALITY.

9. WE NOTE THAT THE FRG PROPOSES THESE UNITS ALSO BE
IDENTIFIED BY LOCATION. WHILE WE HAVE NO OBJECTIONS TO
THIS ON SECURITY GROUNDS, WE ARE CONCERNED THAT THE EAST
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MAY SO OBJECT AND BELIEVE THAT INFORMATION ON SPECIFIC
LOCATION SHOULD NOT BE A MANDATORY ELEMENT OF THE WESTERN
PLAN. THE EAST SHOULD HAVE LESS GROUNDS FOR OBJECTION IF
THEY ARE REQUIRED ONLY TO IDENTIFY THE COUNTRY IN WHICH
THEIR FORCES ARE DEPLOYED OR TO LIST UNITS IN A NORTH-
SOUTH SEQUENCE.

10. UNDER OUR APPROACH, EACH SIDE WOULD PUT DOWN TWO LISTS
FOR ITS OWN GROUND FORCES:

- I. IN THE FIRST LIST, EACH SIDE WOULD SPECIFY AND DESCRIBE
THE MAJOR UNITS IN ITS FORCES IN THE NGA AS FOLLOWS:
 - A. THE EAST WOULD LIST EACH OF THE GROUND FORCE ARMIES AND/
OR EQUIVALENT PEACETIME LEVELS OF COMMAND, SUCH AS THE NSWP
MILITARY DISTRICTS AND THE SOVIET NORTHERN AND CENTRAL
GROUPS OF FORCES, IN EASTERN FORCES IN THE AREA OF REDUC-
TIONS.
 - B. THE WEST WOULD LIST EACH OF THE GROUND FORCE CORPS IN
THE FORCES OF WESTERN DIRECT PARTICIPANTS IN THE AREA OF
REDUCTIONS.
 - C. EACH SIDE WOULD LIST ITS FORMATIONS BY LOCATION (EITHER
BY COUNTRY OF LOCATION OR IN A NORTH-SOUTH SEQUENCE). FOR
EACH FORMATION, NATIONALITY, OFFICIAL DESIGNATION, AND
STRENGTH AS OF 1 JANUARY 1976 WOULD BE GIVEN.
- II. IN THE SECOND LIST, EACH SIDE WOULD PROVIDE FIGURES AS
OF 1 JANUARY 1976 ON ALL ACTIVE DUTY GROUND FORCE PERSONNEL
OF THE DIRECT PARTICIPANTS ON ITS SIDE IN THE AREA OTHER
THAN CONTAINED IN THE FORMATIONS AND UNITS SPECIFIED IN THE
FIRST LIST, SPECIFYING THE NATIONALITY OF THESE PERSONNEL.
- III. AIR MANPOWER DATA SHOULD BE EXCHANGED IN SOME FORMAT.

11. AS THE FRG IS AWARE, SECRETARY VANCE SUGGESTED TO MIN-

ISTER GENSCHER AT LONDON THAT THERE BE SOME DISAGGREGATION OF AIR MANPOWER IN ORDER TO DEVELOP USEABLE DATA FROM THE EAST. WE NOTE THAT THE FRG DID NOT DESCRIBE WHETHER AND HOW AIR MANPOWER DATA WOULD BE TREATED UNDER THEIR APPROACH. WE WOULD APPRECIATE FRG VIEWS.

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12. IN ADDITION NATO SHOULD CONSIDER AN ADDITIONAL ELEMENT FOR NAC GUIDANCE. THE AHG WOULD BE PROVIDED DATA ON ALL DIVISIONS OF WESTERN DIRECT PARTICIPANTS IN THE AREA, INCLUDING THEIR COUNTRY OF CURRENT LOCATION, OFFICIAL DESIGNATION, AND STRENGTH AS OF 1 JANUARY 1976 (AND PERHAPS THEIR SUBORDINATION TO ALREADY-LISTED ARMIES, CORPS, OR EQUIVALENTS). THE AHG WOULD BE AUTHORIZED TO DRAW ON THIS WITH THE EAST, EXCHANGING INFORMATION ON ALL OR ON SELECTED DIVISIONS IN RETURN FOR EQUIVALENT EASTERN DATA. THIS APPROACH WOULD GIVE THE AHG TACTICAL FLEXIBILITY, SUBJECT TO NATIONAL INSTRUCTIONS, TO FOLLOW UP AN INITIAL EXCHANGE OF LISTS AS DESCRIBED IN PARA 10 ABOVE, TO AMPLIFY THOSE LISTS WITH DIVISIONAL DATA, OR INDEED TO MAKE A DIVISIONAL DATA EXCHANGE PART OF THE INITIAL STEP, IF THE NEGOTIATING SITUATION WARRANTS. WHEN THE WEST OBTAINS INFORMATION ON THE NUMBER AND SIZE OF EASTERN DIVISIONS IN THE AREA, WE WILL HAVE TAKEN A MAJOR STEP TOWARD LEARNING WHETHER THE EAST HAS EXCLUDED MAJOR FORCE ELEMENTS OR HAS CLAIMED LOW DIVISIONAL MANNING.

13. APPROPRIATE CONDITIONS AND DISCLAIMER AS OUTLINED IN REF D SHOULD BE INCORPORATED IN GUIDANCE TO AHG.

14. WE BELIEVE AS DOES THE FRG THAT THE QUESTION OF NATO PUBLICATION OF NATIONAL MANPOWER FIGURES IS A SEPARATE ISSUE WHICH COULD PROCEED IN PARALLEL WITH DATA DISAGGREGATION. THERE MAY WELL BE A NEED FOR SUCH PUBLICATION, GIVEN THE TACTICAL SITUATION. HOWEVER, WE SEE NO NECESSARY TIMING LINKAGE BETWEEN THE PUBLICATION AND OTHER ASPECTS OF THE WESTERN DATA DISAGGREGATION PROPOSAL.

15. FYI. WE DO NOT WANT TO RAISE THE ISSUE OF THE INCLUSION OF FRENCH FORCES IN A NATO PUBLICATION. THE FRG CAN OF COURSE SURFACE THE QUESTION IF IT WISHES.

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END FYI.

16. FOR LONDON: ONCE EMBASSY BONN HAS MADE THE ABOVE
APPROACH YOU MAY INFORM APPROPRIATE UK OFFICIALS OF
ABOVE.

17. FOR NATO: ONCE EMBASSY BONN HAS MADE THE ABOVE
APPROACH, YOU MAY INFORM UK AND FRG MISSIONS OF ABOVE. VANCE

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